

Public Health and Healthcare Preparedness (PHHP) Plan Development Process for State-level Operational Plans

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Bureau of Preparedness and Response Division of Emergency Preparedness and Community Support Florida Department of Health

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OVERVIEW

This Guide outlines the Florida Public Health and Healthcare process for developing, writing, approving and maintaining state-level operational plans. The Guide is in alignment with the Federal Emergency Management Agency's (FEMA) Comprehensive Planning Guide (CPG) 101. This Guide is intended to assure that plan development is accomplished through a consistent process, includes all stakeholders, and results in integrated operational plans.

Beginning in January 2010, all components of the Florida Department of Health (FDOH) Emergency Operations Plan (EOP) are developed using this process. As approved plans and annexes reach the bi-annual review point, updates are developed using this process. Implementation of this planning process will assure existing plans conform to planning templates, and review and approval processes.

FDOH uses a hybrid approach to develop operational plans. This hybrid approach combines scenario-based, function-based, and capabilities-based approaches, and converts requirements generated by a scenario into goals and objectives that drive the planning process. It leads to a basic plan that describes overarching roles, relationships, and responsibilities with functional, hazard, and threat annexes that reflect sequencing of actions. A hybrid planning approach helps identify the courses of action that FDOH must take and the required functions it must perform based upon a comprehensive risk analysis; thus, it helps identify the capabilities FDOH must have.

FDOH operational plans are developed using a ten-step approach. Each step in the process requires completion of specified deliverables. The Plan Development Team develops the deliverables in sequence, receiving approval of a deliverable before moving to the next step. By following this process, the Plan Development Team systematically delivers the components for an effective plan.

The planning process steps are:

- 1. Plan Justification
- 2. Form A Collaborative Planning Team
- 3. Orientation to the Planning Process
- 4. Understand the Situation
- 5. Refine Purpose, Scope, and Determine Goals and Objectives
- 6. Plan Development
- 7. Plan Preparation
- 8. Plan Review
- 9. Plan Approval
- 10. Plan Briefings, Training and Exercise

The Plan Development Team is instrumental to a successful outcome. It is the group responsible for developing and writing a specific plan. It is composed of a Lead Planner, core team members, subject matter experts (SMEs), and County Health Department representatives. Each Plan Development Team is assigned a Technical Support Specialist. The Lead Planner is the lead author of the plan, and assures the completion of the deliverables. A Planning Program Technical Support Specialist is responsible to provide oversight to the process and assure completion of the process steps.

Orientation for the Executive Plan Review Team: Planning Program staff will conduct one presentation for the Executive Plan Review Team at the beginning of the grant cycle. The presentation will inform team members of the plans to be developed during the year, team expectations, and information about the process and materials.

Plan Development Timeframe

The development of a plan is a lengthy and complex process. The process of developing a new operational plan provides planners enough time to go through each step; the process may last 205 business days. It is realistic to consider that developing a plan may take one year because the plan development process is often interrupted for variable periods during hurricane season, during the response to an incident of public health significance, during statewide activities such as exercises and conferences, and staff turnover.

The timeframe for developing a plan using the steps of this guide is as follow:

Step	Deliverables	Action	Business	Days Aggregated
	1A: Plan Needs Justification	The start day for the plan development process is the submission date of this deliverable.	Start day	0
Plan Justification	1B: Purpose, Scope, and Framework of the Plan	Feedback on deliverable	10	10
Form a Collaborative	2: Plan Development	Completion of the deliverable 2 is variable	5	15
Planning Team	Team Roster	Deliverable review	10	25
3. Orientation to the Planning Process		Scheduled within 10 business days	10	35
	4A: Situation Overview	Development of deliverable	20	55
4. Understand the		Review of deliverable	10	65
Situation	4B: Facts and Assumptions	Development of deliverable	10	75
	·	Review of deliverable	10	85
5. Refine Purpose, Scope and	5: Refine Purpose, Scope, and	Development of deliverable	10	95
Determine Goals and Objectives	Determine Goals and Objectives	Revision of deliverables 1-5	10	105
6. Plan	6: Courses of	Development and revision	20	125
Development	Action - Decision Brief	Revision and acceptance	10	135
7. Plan Preparation	7A: Plan Draft and Deliverable 7B: Plan Executive Summary	Deliverable development	20	155
8. Plan Review	8: Review and	Internal initial review	10	165
	Comment Sheet	External review	10	175
9. Plan Approval	CorrFlow	Approval	20	195
10. Plan Briefings, Training and Exercise	Plan Briefings	Conducting briefings	10	205

Definitions

Executive Planning Review Team (EPRT) reviews and approves the planning process, as well as all plan deliverables referenced in this Guide. The EPRT includes Division of Emergency Preparedness and Community Support (DEPCS) Director, Bureau of Preparedness and Response (BPR) Chief, Emergency Coordination Officer, BPR Medical Director, Public Health Preparedness Legal Counselor, State Epidemiologist, and the BPR Planning Program Manager.

Lead Planner has primary responsibility for coordination of the Plan Development Team; has editorial control, and serves as the primary author of the plan.

Plan is used as a generic term for the purposes of this Guide to refer to base plans, functional annexes and incident annexes.

Functional Annexes and Appendices are used to support multiple types of hazards (natural and manmade). They focus on critical operational functions and identify who is responsible for carrying them out. These annexes and appendices clearly describe the policies, processes, roles, and responsibilities carried out before, during, and after any emergency. *Example: Isolation and Quarantine Annex.*

Incident Annexes and Appendices focus on the special planning needs generated by the subject hazard. *Example: Biological Incident Annex.*

Plan Development Team is the group responsible for developing and writing a specific plan. It is composed of a lead planner, plan facilitator, core team members, subject matter experts, county health department representatives, and others as appropriate. Within the Plan Development Team, the Lead Planner and core members are considered the *Core Planning Team;* it is a 3-4 member team fully engaged in completing the steps of the process and developing the plan. Subject Matter Experts and other members assist the Core Planning Team.

Planning is a systematic way to anticipate the entire life cycle of a potential event and/or incident. Effective planning will translate policy, strategy, doctrine, and capabilities into specific tasks and courses of action to be undertaken. Planning occurs at the strategic, operational, and tactical levels. Planning is a part of the preparedness cycle that also includes training, exercising, evaluating, and incorporating after action reviews and lessons learned.

Strategic Planning occurs when executive decision makers determine strategic goals for systems within their purview. These plans establish long-range goals and objectives, set priorities, establish fiscal requirements, and determine measures of performance or effectiveness. These are the broadest scope, least detailed plans in the planning hierarchy. Strategic plans provide the framework for operational planning.

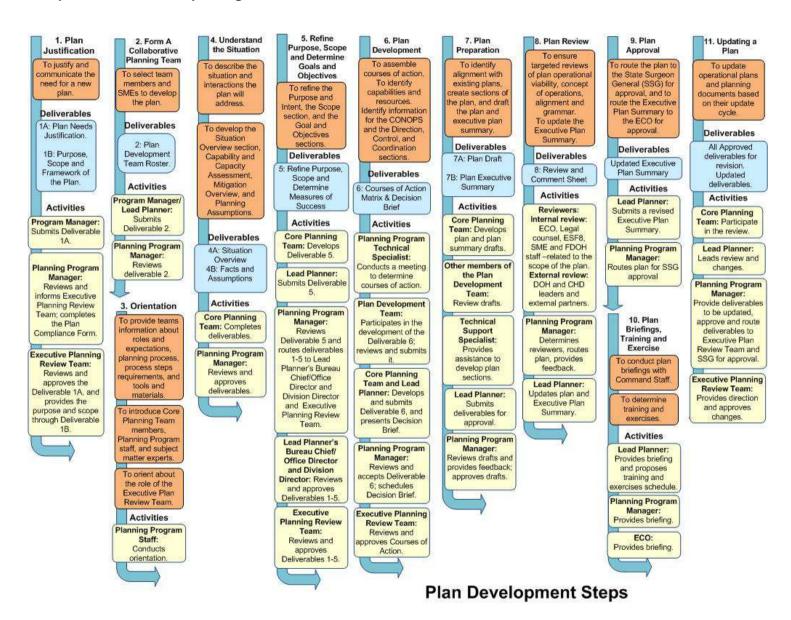
Operational Planning is more narrowly scoped and detailed than strategic planning. Operational plans contain operational objectives that support strategic goals, sequence events, concept of operations, specific roles and responsibilities, tasks, integration, actions required, and apply resources to begin and sustain activities.

Tactical Planning is conducted to support the objectives of operational plans and is tailored to specific incidents and/or events and tasks. Tactical plans are more focused and detailed than operational plans. Activities are focused on the assignment, management accountability of resources and tasks. Tactical plans can include standard operating guidelines/procedures, job action sheets, and/or other job aids.

Technical Support Specialist is responsible for providing technical assistance to the Core Planning Team to assure that the team understands and follows the process outlined in this Guide.

Planning Program Manager oversees the planning process, assures broader plan linkages, sets planning schedules, and supports the Executive Planning Review Team.

Plan Development Process: Steps Diagram



STEP 1: PLAN JUSTIFICATION

OBJECTIVE: To justify and communicate the need for a new plan.

TIMEFRAME: 10 business days.

RESPONSIBLE(s):

- Program Manager (submits Deliverable 1A).
- Planning Program Manager (reviews and informs Executive Planning Review Team; completes the Plan Compliance Form).
- Executive Planning Review Team (reviews and approves the Deliverable 1A: Justification, and provides the purpose and scope through Deliverable 1B).

DELIVERABLE(s):

- Deliverable 1A: Plan Needs Justification.
- Deliverable 1B: Purpose, Scope and Framework of the Plan.

Additional documentation:

- Plan Compliance Form and Plan Development Checklist (Planning Program Manager).
- Planning Schedule (Planning Program Manager).

DESCRIPTION:

The need for a new or additional plan should be based on filling a gap in existing emergency plans. Anyone who identifies a planning gap may submit a *Plan Justification* authorized by a program manager. The Planning Program Manager and the Executive Planning Review Team review and authorize the development of the plan and provide guidance on the purpose and scope.

The Executive Planning Review Team will:

- Provide feedback within 10 business days. Any member of the Review Team may request an extension to the 10-day response time. Upon concurrence of the other reviewers, a new deadline may be set and communicated by the Planning Program Manager.
- Designate a delegate, in the event that a Review Team member is not able to review the request.
- Request additional information and/or face-to-face meeting.

Once the Executive Planning Review Team agrees that there is a need for a written plan, the Planning Program Manager will:

- Assign a Lead Planner responsible for the development of the plan.
- Assign a Technical Support Specialist from the Planning Program.
- Provide guidance to the Lead Planner on the purpose, scope and framework in Deliverable 1B.
- Determine the appropriate linkage to existing plans, and update the appropriate plan alignment diagrams.
- Develop a planning schedule.
- Begin a Plan Development Checklist to document deliverables as the plan moves through the process, and Complete a Plan Compliance Form.

Deliverable 1A: Plan Needs Justification

	posed Plan					
Sul	bmitted by:	Name:			Program:	
_	(5)	Date:				
I yr	oe of Plan:		☐ Functional	ШΙ	ncident Specific	
Ins			ation requested balloh.state.fl.us.	elow.		
	Why is the p emergency r		lan needed? Desc	cribe t	he issue that requir	es an organized
	Describe the plan.	gap(s) th	at exist, which will	be cl	osed by the develor	oment of the proposed
	•	divisions,		•		de those developed by s, other states, or federal
1	\/\bat auppar	to the nee	nd for the property	d nlan	າ	
4. a.	Evidence-ba		ed for the proposed	u pian c.	Statutory authoriti	<u>es </u>
b.		•	mprovement	d.	Grant requiremen	
₽.			rom previous	e.	Emerging hazards	
	training/exe	•	-	f.	Other:	<i>,</i>
	-			••	- —	

Deliverable 1B: Purpose, Scope, and Framework of the Plan

Instructions: This deliverable is developed by the **Executive Planning Review Team and Planning Program Manager**. This deliverable will be provided to the program manager.

1.	Approved plan title:
2.	Approved plan type: ☐ Functional ☐ Incident
3.	Linkage to existing plans:
4.	Executive Leadership Team vision of the purpose and scope of the plan:
	Executive Leadership Team vision of the purpose and scope of the plan.
	Executive LeaderShip Team vision of the purpose and scope of the plan.
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Plan Compliance Form

OBJECTIVE: To capture information regarding plan requirements, plan enhancements, and to record the incorporation of requirements and enhancements in the planning document.

RESPONSIBLE(S):

- Planning Program Staff: Provides the form to the Lead Planner with information regarding requirement source and description, and discusses the Plan Compliance Form with the Lead Planner.
- Lead Planner: Identifies additional requirements for the plan and provides updates on the status of the requirements in the Plan Compliance Form.

TIMEFRAME: Plan development process and plan lifecycle.

DELIVERABLE(s): Not applicable. The Core Planning Team and Planning Program develop this form.

DESCRIPTION:

In addition to the plan requirements set forth in this Guide, many plans have additional requirements such as grant guidance and state or federal plan criteria. The Plan Compliance Form provides a single reference from which to track the status of the plan development, status of individual plan requirements. The Planning Program provides information such as State Public Health Ready Criteria, and After Action Reports and Improvement Plans (AAR and IPs), The Program Manager and Lead Planner provide information such as Grant Guidance documents (CDC, ASPR), Public Health Emergency Preparedness (PHEP) Performance Measures, Hospital Preparedness Program (HPP) Capability Measures and state or federal Compliance Checklists. Examples of references are included in the form template below.

The Planning Program assures that this form is updated during the plan development process, and that it is maintained throughout the plan lifecycle. The form captures information regarding:

- Plan requirements.
- Plan enhancements.
- Reference to training, after action reports, and improvement plans related to this plan.

The Lead Planner is responsible for:

- Updating the status of each requirement.
- Updating the status of each action plan step.
- Providing periodic updates on status of outstanding requirements.
- Submitting the completed form to the mailbox (EOP@doh.state.fl.us) with the draft plan.

Plan Compliance Form

Plar	n Title:			
Date	e Last Update:			
1.	Today's Date:			
2.	Assessor:			
3.	Lead Planner:			
4.	Requirement S	ource/Documents (with dates):	1) FDOH Planning Guide (<month &="" year="">); 2)</month>	Core Planning Team (<year>), 3) Executive Planning Review</year>
			Team (<year>); 4) Additional Source/Document</year>	ts: 4a) < Name of the source/document (Year)>; 4b) < Name of
			the source/document (Year)>: 4c) < Name of th	e source/document (Year)>.

The following criteria are used to classified unmet plan requirements:

High = Mission critical action needed; Medium = Ability to more efficiently meet plan objective(s); Low = Additional enhancements needed.

					For Requirem	ents Not Yet In Pla	n
Requirement Source	Description of Requirement	Meets Requirement (Yes/No)	Location in the Plan (if not hyperlinked)	Priority Level [H, M or L]	Compliance Due Date	Person Responsible for Revision	Status
SPHR Criteria	Plan describes the process and procedures to communicate timely, accurate information to the public, including vulnerable populations, during an incident through the Joint Information Center/System	Y	 FDOH EOP, Crisis & Emergency Risk Communications (CERC) Annex, p 25; State JIC/JIS Guidelines - "RDSTF State Working Group on Domestic Preparedness, Public Information and JIC/JIS Guidelines" 				
Plan Development Team	Need clear lines of authority for Office of Communications	Y	■ FDOH EOP- CERC Annex, pp 18, 35-36				
DEM	DEM's Compliance Checklist for COOP – Multiple Requirements	Y/N	See separate Checklist, located at <note access.="" document.="" have="" lead="" location="" needs="" of="" planner="" to=""></note>		See separate Checklist		
Executive Planning Review Team	Scope of plan should be ALL FDOH: central office and field offices	N		Н	4/15/201 1	COOP Lead Planner	No Action
FDOH Mass Vacc AAR/IP	Define and document the roles of public health nursing during future activations of this plan.	N		M	10/15/20 10	COOP Lead Planner	Pending Nursing approval

STEP 2: FORM A COLLABORATIVE PLANNING TEAM

OBJECTIVE: To select the members for the Plan Development Team and subject matter experts to develop the plan.

TIMEFRAME: 10 days (for deliverable review).

RESPONSIBLE(s):

- Program Manager/ Lead Planner (submits Deliverable 2 to the EOP mailbox).
- Planning Program Manager (reviews Deliverable 2).

DELIVERABLE(s): Deliverable 2: Plan Development Team Roster.

Additional documentation:

Plan Development Checklist (Planning Program Manager).

DESCRIPTION:

The Lead Planner submits a completed **Deliverable 2: Plan Development Team Roster** for review and approval by the Planning Program Manager. Team members should be identified based on the subject of the plan. The plan development team should be kept to a manageable size.

The Plan Development Team will:

- be composed of FDOH staff;
- include representatives from any organization or group that may have assigned responsibilities within the plan;
- include anyone with direct authority over the plan or who can provide critical technical guidance, e.g., legal representation, and
- include representatives from county health departments.

The Planning Program Manager reviews the Plan Development Team roster, provides feedback regarding team members. Upon approval, the Lead Planner will proceed to Step 3.

Deliverable 2: Plan Development Team Roster

Instructions:

- 1. Provide the information of the proposed members of the collaborative group. Include the program or office and the agency they belong.

 2. Submit this form to EOP@doh.state.fl.us.

Role	Name (Program & Agency)
Program Manager Selects members of the collaborative plan development team; follows-up on the status of the development of the plan, and assures the planning team completes deliverables as required.	
Technical Support Specialist Represents the BPR Planning Program; provides guidance on the planning system, oversight of the process, and provides technical support to the Lead Planner and core planning team members. The Planning Program Manager assigns this member.	Assigned by the Planning Program Manager.
Core Planning Team (limit to a 3-4 member-team) Members serve as primary members of the Plan Development Team, participate in the completion of the deliverables, and the final draft plan before being submitted for review.	Team members:
Lead Planner Member of the Core Planning Team. The Lead Planner has lead responsibility for plan development; coordinates the Plan Development Team, has editorial control, and serves as the primary author.	Lead Planner:
Subject Matter Experts Provide subject matter expertise regarding specific portions of the plan. These members may be called upon as needed to participate in the plan development.	
County Health Department Representative Represents the County Health Departments perspective in the planning process. Provides feedback on how state actions may impact CHDs during response, and makes recommendations for better support of locals.	
Other Depending on the nature of the plan, additional members may be included in the planning team because of experience, ICS responsibilities during implementation, or to assure alignment.	

FDOH Bureau of Preparedness and Response

STEP 3: ORIENTATION TO THE PLANNING PROCESS

OBJECTIVE (s):

- To provide teams information about roles and expectations, planning process, process steps requirements, and tools and materials.
- To introduce Core Planning Team members, Planning Program staff, and subject matter experts.
- To provide orientation about the role of the Executive Plan Review Team.

TIMEFRAME: Scheduled within 10 business days.

RESPONSIBLE: Planning Program Staff (conducts orientation).

DELIVERABLE: Not applicable.

Additional documentation:

Plan Development Checklist (Planning Program Manager).

DESCRIPTION:

Orientation for the Plan Development Team: During a face-to-face meeting, the Planning Program staff conducts a presentation for the Plan Development Team. The 60-minute presentation includes information necessary to initiate the development of a plan. The presentation includes:

- Introduction to the planning process.
- Description of the role of Planning Program staff (Planning Program Manager and Technical Support Specialist).
- Description of the role of the Executive Plan Review Team.
- Description of the role of the Core Planning Team and Subject Matter Experts.
- Review of the timeline.
- Review of the process steps.
- Review of deliverable forms.
- Use of the EOP mailbox.
- Tools and materials available (website, guides, plan templates).
- Plan approval steps.
- Process evaluation.

STEP 4: UNDERSTAND THE SITUATION

OBJECTIVE(s):

- To describe the situation and interactions the plan will address.
- To assemble information to develop the Situation Overview section of the plan (Section parts: Hazard Vulnerability Analysis (HVA), Capability and Capacity Assessment, and Mitigation Overview).
 - Identify threats and hazards
 - Develop a risk assessment
- To assemble information to develop the Planning Assumptions section of the plan.

TIMEFRAME:

- Development of Deliverable 4A: 20 business days.
- Revision of Deliverable 4A: 10 business days.
- Development of Deliverable 4B: 10 business days.
- Revision of Deliverables 4B: 10 business days.

RESPONSIBLE(s):

- Core Planning Team (completes deliverables).
- Planning Program Manager (reviews and approves deliverables).

DELIVERABLE(S):

- Deliverable 4A: Situation Overview: Hazard Vulnerability Analysis (HVA), Capability and Capacity Assessment, and Mitigation Overview.
- Deliverable 4B: Facts and Assumptions.

Additional documentation:

Plan Development Checklist (Planning Program Manager).

DESCRIPTION:

During this step, the Core Planning Team will conduct research and gather information pertinent to the development of the Situation Overview and the Planning Assumptions sections of the plan.

1. Situation Overview Section:

The Situation characterizes the planning environment, making clear why emergency operation planning is necessary. During this step, the Core Planning Team develops the Deliverable 4A (Situation Overview). Deliverable 4A is a tool to facilitate the development of corresponding subsection of the plan. The Lead Planner submits this deliverable seeking feedback from the Planning Program Manager.

This Situation Overview section includes the following subsections:

- Hazard Vulnerability Analysis
- Capability and Capacity Assessment
- Mitigation overview

Planning Program
FDOH Bureau of Preparedness and Response

1.1. Hazard Vulnerability Analysis (HVA):

In order to complete a HVA, the Core planning team will:

- Research information, list, and describe the hazards and threats that might trigger the activation of the plan under development.
- Analyze the hazards and threats by organizing the information into a Hazard Vulnerability Analysis Matrix. A matrix will be developed for each hazard or threat in order to decide which ones merit special attention, what actions must be planned for, and what resources are likely to be needed. The matrix includes:
 - Vulnerability or vulnerable aspect or situation (e.g. PPE becomes unavailable locally).
 - Probability to occur: is the likelihood that a vulnerable aspect or situation develops, appears, or takes place (e.g. low, moderate, and high).
 - Planning and response considerations: significant elements, relevant factors or concerns regarding planning or response to a hazard; factor or concern to be address in the plan (e.g. identify alternate PPE sources).

1.2. Capability and Capacity Assessment:

This section of the plan describes the process used by FDOH to determine its capabilities and limitations in order to prepare for and respond to hazards. This section:

- Includes a summary of FDOH prevention, protection, response, and recovery capabilities involving the defined hazards.
- Describes FDOH limitations based on training, equipment, or personnel.

The Core Planning Team will brainstorm and gather information regarding capabilities available and required in a response to an incident, capability capacity, and capability limitations. The information will be organized in a Capability and Capacity assessment Matrix.

1.3. Mitigation Overview:

This section of the plan summarizes the mitigation measures FDOH will implement to eliminate the hazard or reduce the likelihood of occurrence of the risks. The Core Planning Team will brainstorm and gather information regarding mitigation strategies and activities both in place and to be implemented to minimize the impacts from an incident or disaster impact. Information will be summarized in a table and included in the Deliverable 4A.

2. Planning Assumptions Section

In this step, the Core Planning Team will complete Deliverable 4B by creating facts and assumptions on which the plan will be based. Information from the Hazard Vulnerability Analysis is useful to identify facts and develop planning considerations.

The Lead Planner submits Deliverable 4B for review and approval. The Planning Program Manager will review the facts and assumptions and provide feedback to the Lead Planner. Upon approval, the Lead Planner will proceed to Step 5.

Developing facts and assumptions: From the information gathered and the HVA information, planners will develop the Planning Assumptions section.

Facts are verified pieces of information, such as population statistics, laws, regulations, maps, and verified resource inventories.

Assumptions consist of information accepted by planners as being true in order to provide a framework or establish expected conditions of an operational environment, so that planning can proceed. Assumptions are used as facts only if they are considered valid (or likely to be true during a real incident).

The Assumptions statement in the plan delineates what is assumed to be true when the plan is developed. The Assumptions statement can be organized by categories; shows the limits of the plan, limiting liability. It may be helpful to list even "obvious" assumptions, such as:

- "Specific individuals and specific organizations" that are familiar with the plan.
- "Specific assistance" may be needed and, if so, will be available.

Planners should write assumptions cautiously and put great effort into performing research and acquiring facts, including the use of historical precedent.

Deliverable 4A: Situation Overview

Plan Title:					
Instructions: 1. Complete 2. Request	technic	to EOP@doh.state.fl	olete this deliverable as l.us. rability Analysis Matr		
Hazards or		Vulnerability	Probability to Occur	Planning and Response	
Threats	(\	/ulnerable aspect)	(Likelihood)	Considerations	
Hazard 1					
Hazard 2					
Hazaiu z					
	2	2. Capability and Ca	pacity Assessment N	Matrix	
Capability Na	ıme	Capability Classification (Prevention, Protection, Response or Recovery)	Capacity Consideration	Limitations ions (Training, Equipment or Personnel)	
		3. Mitiga	ation Overview		
Mitigation	on Strat	tegy / Measure		Narrative	
			<u>_</u>		

Deliverable 4B: Facts and Assumptions

Plan Title: Date:	
Instructions 1. Deve 2. Subm	s: lop a bulleted list of facts and assumptions as they relate to this plan's scenario. nit this form to EOP@doh.state.fl.us.
	cts (and their sources) related to this plan. Facts are verified pieces of information, laws, regulations, maps, population statistics, and verified resource inventories.
2. Develo a framev	pp planning assumptions. Information accepted by planners as being true in order to provide work or establish expected conditions of an operational environment, so that planning can proceed.

STEP 5: REFINE PURPOSE, SCOPE, AND DETERMINE GOALS AND OBJECTIVES

OBJECTIVE: To assemble the information to develop the Purpose and Intent, the Scope, and the Goals and Objectives sections of the plan.

TIMEFRAME:

- Development of Deliverable 5: 10 business days.
- Revision of Deliverables 1-5: 10 business days.

RESPONSIBLE(s):

- Core Planning Team (develops Deliverable 5).
- Lead Planner (submits Deliverable 5).
- Planning Program Manager (reviews Deliverable 5, and routes Deliverables 1 5 to Lead Planner's Bureau Chief/Office Director and Division Director and subsequently to Executive Planning Review Team).
- Lead Planner's Bureau Chief/Office Director and Division Director (reviews and approves Deliverables 1-5).
- Executive Planning Review Team (reviews and approves Deliverables 1-5).

DELIVERABLE: Deliverable 5: Refine Purpose, Scope, and Determine Goals and Objectives.

Additional documentation:

• Plan Development Checklist (Planning Program Manager).

DESCRIPTION:

In this step, the Core Planning Team considers how the incident would evolve during response, and what defines the scope, purpose, and what the operational priorities driving the development of the goals and objectives for the plan are.

The Lead Planner submits a completed Deliverable 5 for review and approval.

The Planning Program Manager provides deliverables 1 through 5 to the following positions:

- Lead Planner's Bureau Chief/Office Director and Division Director (as appropriate.)
- Executive Planning Review Team.

Reviewers will provide feedback. In the event that a reviewer is unavailable to review the request, they may designate a delegate. Any reviewer may request an extension of the review time. Upon concurrence of the other reviewers, a new deadline may be set and communicated to the Lead Planner by the Planning Program Manager. The reviewing group has the option of requesting additional research and a face-to-face meeting with the Core Planning Team.

Upon approval, the Lead Planner will proceed to Step 6.

Purpose, Scope, and Goals and Objectives Sections for the Plan

Purpose: It describes the purpose for developing and maintaining a state level operational plan. The Purpose Statement need not be complex, but should include enough information to establish the direction for the remainder of the plan.

Scope: A state level operational plan should also state the scope of the emergency and disaster response to which the plan applies and the entities (departments, agencies, private sector, citizens, etc.) and geographic areas to which it applies. This section describes under

what conditions this plan would be activated (e.g., when an event overwhelms the day-to-day operations of FDOH, major statewide disaster, terrorist attack within the county or state).

1. Determine operational priorities

Operational priorities specify what FDOH is to accomplish to achieve a desired end-state for the operation. By using information from the HVA developed previously and planning scenarios, the Plan Development Team establishes how the hazard or threat would evolve and what defines a successful outcome for responders, disaster survivors, and the community.

The Plan Development Team creates a scenario for the entire occurrence of the incident. During this process of building an incident scenario, the Plan Development Team identifies the requirements, and determines actions and resources. The requirements are categorized as:

- **1.1.** Response requirement generated by response actions.
- **1.2.** Constraint/restraint demands are caused by constraints ("must do"), and restraints ("must not do") and limitations ("not able to do").

Once the requirements are identified, the Plan Development Team restates them as operational priorities. Operational priorities are aligned with the goals and objectives of the plan. Determining Operational Priorities help develop the Goals and Objectives of the plan. They are not stated in a deliverable.

2. Set goals and objectives

Goals and objectives must be carefully crafted to ensure they support accomplishing the plan purpose and operational priorities. They must also clearly indicate the desired result or end-state they are designed to yield. This approach enables unity of effort and consistency of purpose among the multiple groups and activities involved in executing the plan.

Using information from the HVA (Deliverable 4A), the planning scenarios (Deliverable 4B), and operational priorities, the Plan Development Team should think about what the goals and objectives for the plan are.

Goals are the broad, general statements that indicate the intended solution to identified problems related to the purpose and scope of this plan.

Objectives are more specific and identifiable actions carried out during the operation. They are what participants in the operation have to accomplish — they translate into activities, implementing procedures, or operating procedures.

SMART is the methodology this Guide utilizes to develop objectives.

	SMART Guidelines for Developing Objectives SMART objectives are:
Specific	A good objective is precise and clearly phrased. Objectives should specify what they need to achieve. An objective must be specific with a single key result. If more than one result is to be accomplished, more than one objective should be written.
Measurable	The objective should set the level of performance, so that results are observable, and you can tell when the objective has been achieved. You should be able to measure whether you are meeting the objectives or not
Achievable	The objective should be action oriented. For example, achieving it should be within the resources that the organization is able to commit to an

	exercise. Are the objectives you set, achievable and attainable?
Realistic	The objective should present a realistic expectation for the situation. Can you realistically achieve the objectives with the resources you have?
Timely	The objective has a defined timeframe. When do you want to achieve the objectives?

Deliverable 5: Refine Purpose, Scope, and Determine Goals and Objectives

Plan Title:					
Date:					
Revie	op the purpose and scope utilizing the guidance provided by the Executive Plan w Team in Deliverable 1B.				
 Determine the goals and objectives of the plan using the SMART methodology. Submit this form to EOP@doh.state.fl.us. 					
1. Deve	elop the purpose of the plan.				
2. Deve	elop the scope of the plan.				
3. List	the overarching goals, and objectives of this plan. Goal I Objective A Objective B Objective B				

STEP 6: PLAN DEVELOPMENT

OBJECTIVE(s):

- To assemble information regarding courses of action.
- To identify capabilities and resources.
- Identify preliminary information for developing the Concept of Operations (CONOPS) and components of the Direction, Control, and Coordination sections of the plan.

TIMEFRAME:

- Development and revision of Deliverable 6: 20 business days.
- Revision and acceptance of Deliverable 6: 10 business days.

RESPONSIBLE(s):

- Planning Program Technical Specialist (conducts a meeting to determine courses of action).
- Plan Development Team (participates in the discussion to develop the deliverable 6, and reviews it before its submission).
- Core Planning Team and Lead Planner (develops and submits Deliverable 6, and presents Decision Brief).
- Planning Program Manager (reviews and accepts Deliverable 6; schedules Decision Brief, completes Plan Compliance form).
- Executive Plan Review Team (reviews and approves Courses of Action).

DELIVERABLE(s): Deliverable 6: Courses of Action Matrix & Decision Brief.

Additional documentation:

Plan Development Checklist (Planning Program Manager).

DESCRIPTION:

In this step, the Core Planning Team develops the courses of action by comparing possible solutions for achieving the goals and objectives identified in Step 5.

The activities for this step are:

- The Plan Development Team defines courses of action.
- The Core Planning Team completes Deliverable 6.
- All the members of the Plan Development Team review and accept the Deliverable 6.
- The Lead Planner submits the deliverable for review and approval by the Planning Program Manager.
- The Lead Planner submits a list of Plan Development Team members who will attend the Decision Brief meeting.
- The Plan Development Team designates a member as spokesperson for the Decision Brief.
- The Planning Program Manager reviews Deliverable 6 to assure it contains the appropriate information.
- The Planning Program Manager schedules a face-to-face briefing with the Technical Support Specialist, other members of the Plan Development Team, Executive Planning

Review Team, and Lead Planner's Bureau Chief/Office Director and Division Director (as appropriate).

During the face-to-face briefing, the Executive Plan Review Team provides the Lead Planner feedback regarding each recommended course of action stated in Deliverable 6. The Executive Plan Review Team has the option of requesting additional information or meetings.

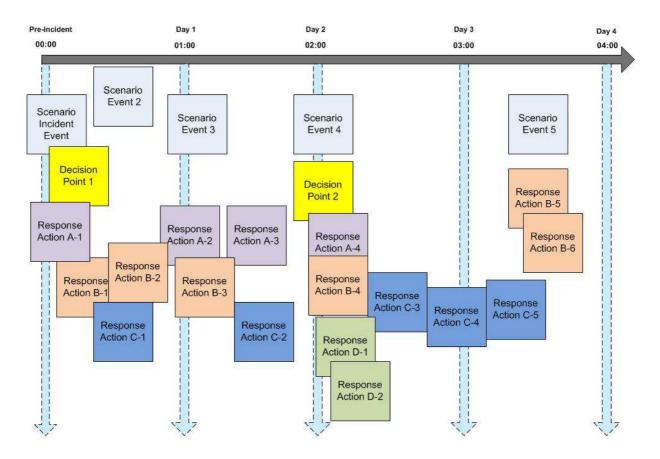
In the event that a reviewer is unavailable to attend the briefing, they may designate a knowledgeable delegate. Upon approval, the Lead Planner will proceed to Step 7.

Development of courses of action (response alternatives)

The courses of action are developed to reduce or eliminate the risks associated with hazards and threats identified previously in this process. In this step, the Core Planning Team will generate, compare, and select possible solutions for achieving the goals and objectives identified in Step 5. To develop the courses of action or response alternatives planners consider goals, objectives and operational priorities (requirements).

- 1. Steps for Developing and Analyzing Courses of Action.
 - **1.1. Establish a timeline for the incident:** A timeline is built using the incident speed of onset and incident phases (e.g. pre-impact and post-impact phases; cycle phases: preparedness, responses, recovery and mitigation). The timeline includes:
 - Placement of decision points and response actions.
 - Placement of scenario information and incident information.
 - **1.2. Depict the scenario:** Planners define an incident scenario and information (e.g. hurricane category III).
 - **1.3. Identify and depict decision points:** Decision points anticipate where and when decisions are required to provide the best chance of achieving an objective or response goal.
 - **1.4. Identify and depict operational tasks:** To identify and incorporate the operational tasks in the plan, each operational task requires some information:
 - What is the action?
 - Who is responsible for the action?
 - When should the action take place?
 - How long should the action take and how much time is actually available?
 - What has to happen before?
 - What happens after?
 - What resources does the person/entity need to perform the action?

Incident Timeline and Courses of Action Development



Incident Timeline and Courses of Action Development

The timeline depicts a decision making process based on the evolution of the scenario, determination of decision points and corresponding response actions.

- **1.5. Select courses of action:** Once the above analysis is complete, planners compare the costs and benefits of each proposed course of action against the mission, goals, and objectives. Based on this comparison, planners then select the preferred courses of action to move forward in the planning process.
- 1.6. Identify resources: Initially, the Core Planning Team identifies resources needed to accomplish operational tasks (derived from the courses of action). Once the planning team identifies all the requirements, they begin matching available resources to requirements. In this step, the Core Planning Team identifies resources needed to make the operations work. Matching available resources to requirements determines resource shortfalls and develops a list of needs. This step provides planners an opportunity to identify resource shortfalls and to prepare requests. A state level operational plan should account for unsolvable resource shortfalls. The capability estimate process is critical to this effort.
- 1.7. Capability Estimates: A capability estimate is an assessment of FDOH's ability to take a course of action. Capability estimates help planners decide if pursuing a particular course of action is realistic and supportable. The capability estimate represents the

capabilities and resource types needed to complete a set of courses of action. The resulting capability estimate will feed into the resource section of the plan or annex.

Capability estimates may be written documents, tables or matrices. The information provided in a capability estimate should be able to answer most questions about FDOH's ability to support a given course of action.

Planners can use capability estimates for both future and current operational planning. At a minimum, planners should prepare separate capability estimates for personnel, administration and finance, operational organizations, logistics, communications, equipment, and facilities. Each capability estimate compares the courses of action for a particular operation. They make recommendations as to which course of action best supports the operation. Capability estimates should also identify the criteria used to evaluate each area; facts and assumptions that affect those areas; and the issues, differences, and risks associated with a course of action.

1.8. Identify information needs: The Core Planning Team identifies a list of the information needs for each of the response participants, including the time they need it, to drive decisions and trigger critical actions. Identifying information needs will help complete the Information Collection and Dissemination section of the plan.

Deliverable 6: Courses of Action & Decision Brief

Plan 1	Title:		
Date:			
1.			on required below. OP@doh.state.fl.us.
Introd	duction:		
	Briefing	Туре:	Decision Brief
	Briefing	Purpose:	Provide an overview of the proposed courses of actions for the plan – <insert annex="" appendix="" name=""></insert>
Plan Scope:		ope:	<provide 5="" deliverable="" from="" of="" plan="" scope="" the=""></provide>
	Stateme Problem Resolve		Determine the courses of action to achieve the <annex appendix="" name=""> objectives.</annex>
Summary of Courses of Action:			<provide a="" actions="" core="" courses="" is="" of="" planning="" recommending="" summary="" team="" the=""></provide>

Courses of Action Matrix

Instructions:

- 1. Utilize this matrix to summarize the information regarding every course of action selected for each plan goal and objectives. The information in this matrix is the result of the process for developing and analyzing courses of action.
- 2. Utilize this matrix to brief the Executive Plan Review Team and to obtain approval for the courses of action.
- 3. Provide a list of capabilities and resources in the column Preliminary Capability Estimates. An in-depth assessment is not required during the plan development process. This Guide recommends develop in-depth estimates once the plan is finalized.
- 4. The information regarding the course of action advantages and limitations should have been produced during the process.
- 5. Submit this matrix as a part of the Deliverable 6 to EOP@doh.state.fl.us.

Goal #:	<copy 5="" deliverable="" from="" goal="" the=""></copy>						
Objective #:	<copy 5="" deliverable="" from="" objective="" the=""></copy>						
Course of Action #1	List one course of action	selected by the Core Planning T					
Specify what FDOH	ional Priorities H is to accomplish to achieve -state for the operation.	Course of action advantages	Course of Action Limitations or challenges	Preliminary Capability Estimates List capabilities and resource types needed to complete the courses of action			

STEP 7: PLAN PREPARATION

OBJECTIVE(s):

- To identify alignment with existing plans
- To create sections of the plan:
 - Concept of Operations
 - Direction, Control, and Coordination
 - Assignment of Responsibilities
 - Information Collection and Dissemination
 - Communications
 - Administration, Finance and Logistics
 - Training and Exercise
 - Plan Development and Maintenance
 - Authorities and References
- To draft the plan and executive plan summary

TIMEFRAME: 20 business days

RESPONSIBLE(s):

- Core Planning Team (develops plan and plan summary drafts)
- Other members of the Plan Development Team (review drafts)
- Technical Support Specialist (provides assistance to develop plan sections)
- Lead Planner (submits deliverables for approval)
- Planning Program Manager (reviews drafts and provides feedback; approves drafts, and updates the Plan Compliance Form)

DELIVERABLE(s):

- Deliverable 7A: Plan Draft
- Deliverable 7B: Plan Executive Summary

Additional documentation:

Plan Development Checklist (Planning Program Manager).

DESCRIPTION:

Plan alignment: The Core Planning Team needs to establish the relationships and interdependency the plan will have with existing plans. The team will review the "Direction, Control, and Coordination", "Concept of Operations," "Assignment of Responsibilities" sections and any tables of organization that currently exist in related plans, including the FDOH EOP base plan and appropriate annexes/appendices. That assures alignment between the various components of the FDOH EOP, and assures that Core Planning Team does not conceptualize a plan that does not align with related plans.

The Lead Planner ensures that:

- The plan comports with the current FDOH EOP base plan's Concept of Operations, and other key plans.
- The plan comports with the current FDOH EOP plan format.
- The verbiage from approved deliverables is inserted in the appropriate plan section.
- Roles and responsibilities are categorized by the capabilities implemented by FDOH Divisions and corresponding staff positions.

Plan draft: This step entails the actual writing of the plan utilizing content from the approved deliverables; completing all the sections of the plan, and drafting the document, in accordance with the outline provided in Deliverable 7A. The Lead Planner takes the lead in writing the plan. However, **all** Plan Development Team members need to review the plan before submitting it as a deliverable.

Emergency operations plans must comply with existing procedures, policies and references:

- Florida Department of Health Plan Development Guide for the State-level Emergency Operations Plan
- DOH Style Guide

Components of the FDOH EOP use the plan outline in Deliverable 7A. In addition, a detailed plan template and guidelines for FDOH EOP annexes and appendices are distributed to lead planners by the Planning Program Manager to complete this step. Attachments C and D provide a general plan and the FDOH EOP outlines.

Other related planning documents necessary for implementing operational plans, such as standard operating guidelines, job aids and job action sheets should follow the Tactical Documentation Guidelines.

Executive plan summary: The objective of the executive plan summary, Deliverable 7B, is to provide a summary of action steps and challenges related to the implementation of the plan. This summary contains the information the Emergency Coordination Officer (ECO) conveys to the State Surgeon General and other FDOH leaders.

Formatting, spelling and grammar: Plan writers are responsible for formatting, spelling, and grammar. See Attachment B: Plan Formatting Checklist.

Technical assistance for plan development: Technical assistance, guides, samples of plans and other tools are available to plan writers.

Deliverable 7A: Plan Draft

This template contains the outline for the plan draft. A plan template and guidelines for FDOH EOP annexes and appendices are maintained on the BPR website.

OUTLINE for FDOH Emergency Operations Plan (EOP)

I. Introduction

- A. Signature Page
- B. Approval and Implementation
- C. Table of Contents

II. Purpose, Scope, Situation and Assumptions

- A. Purpose and Intent
- B. Scope
- C. Measure of Success
- D. Situation Overview
 - 1. Hazard Vulnerability Analysis
 - 2. Capability and Capacity Assessment
 - 3. Mitigation Overview
- E. Planning Assumptions

III. Concept of Operations

- A. Assessment and Control of the Hazard or Threat [This section is required for **incident annexes only**]
- B. Identification and Implementation of Unique Prevention and Protection Actions [This section is required for **incident annexes only**]
- C. Direction, Control, and Coordination
- IV. Assignment of Responsibilities
- V. Information Collection and Dissemination
- VI. Communications
 - A. Intra-Agency
 - B. Inter-Agency
 - C. Public Information [This section is required for **incident annexes only**]
- VII. Administration, Finance and Logistics
- VIII. Training and Exercise
- IX. Plan Development and Maintenance
- X. Authorities and References
- XI. Attachments (as needed)

Deliverable 7B: Executive Plan Summary

The objective of the executive plan summary is to provide a concise summary of key action steps, and challenges related to effective plan implementation.

- Plan's overarching goal and objectives: No more than two sentences, and includes any critical implementation timeframes.
- Challenges: Acknowledges high-level potential challenges to plan implementation.

This summary is disseminated with the draft plan as a high-level summary for the State Surgeon General and other FDOH leaders. The FDOH Emergency Coordination Officer utilizes the following outline to conduct a briefing with FDOH leaders.

Template for the Executive Plan Summary and Leaders briefing

DI-	Title.			
Plan Title:				
Ve	rsion Date:			
1.	Plan's Over	arching Goal and Objectives:		
2.	Key FDOH C	Central Office (State) Actions:		
3	Key County	Health Department Actions:		
٥.	noy county	Tioutin Dopartment Actions:		
4.	Challenges:			

STEP 8: PLAN REVIEW

OBJECTIVE(s):

- To ensure targeted reviews for four key plan elements: operational viability, concept of operations, alignment (vertical and horizontal) with other plans, and grammar.
- To update the Executive Plan Summary.

TIMEFRAME:

- Internal initial Review (10 business days)
- External Review (10 business days)
- Public Review (10 business days)

RESPONSIBLE(s):

- Reviewers:
 - Internal review (ECO, Legal Counsel, ESF8, SME and FDOH staff related to the scope of the plan)
 - External review (DOH and CHD leaders and external partners)
 - Public (Florida residents)
- Planning Program Manager (determines reviewers, routes plan, provides feedback, and updates Plan Compliance form)
- Lead Planner (updates plan and Executive Plan Summary)

DELIVERABLE: Deliverable 8: Review and Comment Sheet

Additional documentation:

Plan Development Checklist (Planning Program Manager)

DESCRIPTION:

The Planning Program Manager will assure that the draft plan is reviewed for issues related to operational viability, concept of operations, and alignment. The Lead Planner is responsible for format, spelling, and grammar. Prior to further dissemination, the Lead Planner will make changes and corrections to the plan.

The Planning Program Manager will coordinate the following activities:

- Route the plan utilizing the Guide's review process
- Collect and compile reviewer comments and feedback
- Provide comments and feedback to the Lead Planner

Plan Revisions

1. Initial internal review by SME, EPRT and BPR staff

Multiple groups may review the plan; Reviewers will provide comments in the Deliverable 8 – Review and Comment Sheet. The initial review will consider the aspects of the plan stated below.

Operational viability ("Will this plan work?"): This element of the review assures the operational viability of the plan through the identification of weaknesses and gaps.

Concept of Operations:

- Determines whether the scope and concept of operations are sufficient to reach the goal(s) of the plan.
- Assesses the soundness of the planning assumptions.
- Evaluates compliance with task assignments and guidance from leadership, and management.
- Determines whether the plan demonstrates effective use of resources (defined as adequacy and feasibility). Adequacy determines whether the scope and concept of operations are capable of supporting the assigned tasks. Review for feasibility determines whether assigned tasks can be accomplished using available resources.
- Ensures the concept of operations is financially and politically feasible, and timely.

Alignment: This element of the review assures alignment and continuity with existing plans, policies, and procedures. Reviewers should question:

- Do plans comport with other approved plans and guidance?
- Are there conflicts between plans at the next level of government (e.g. CHDs or federal response plans)?
- Do assignments made in the plan align with existing roles and responsibilities of participating agencies and organizations?
- Format, Spelling and Grammar: This element of the review assures compliance with formatting requirements, and to correct spelling and grammatical errors. Editorial staff, assigned by the Planning Program Manager, will make the corrections rather than provide recommended changes. This review takes place after all content revisions have been completed.

2. External review

External review conducted by DOH and CHD leaders, and others as required.

Deliverable 8 Review and Comment Sheet: All comments from the review process will be documented in Deliverable 8. Reviewers with significant conceptual feedback will contact the Planning Program Manager for an alternate means of communicating concerns.

3. Public review

The plan draft is made available to Florida residents on the BPR planning website for review and comment.

4. Revise plan based on comments

The Lead Planner and Core Planning Team members make changes to the plan based on reviews. It is not required to accept and incorporate every comment. However, the team will document decisions made for each requested change (in the Review and Comment Sheet), and be able to justify rejections.

The Lead Planner submits the following for review and approval:

- Updated Plan
- Deliverable 8: Review and Comment Sheet (completed)

The Planning Program Manager determines if the changes are significant enough to require another review, or if the plan document can move forward in the development process. The Planning Program Manager will assure the completion of the plan review process and route the plan for final signature and approval.

Executive Plan Summary: The Lead Planner reviews the Executive Plan Summary (Deliverable 7B), makes any appropriate changes, and submits the updated plan summary to the Planning Program Manager via the EOP mailbox, for further distribution.

Deliverable 8: Review and Comment Sheet

							Section fo	or Plan Deve Team	∍lopment
PLA Base F	N REFERE	NCE					Com	nment Selec	tion
SECTION	LINE #	Attachment	Comment/Edit	Reviewer's Name	Reviewer's Unit	Date Received	Accepted	Rejected	Modified
									
									
									1

STEP 9: PLAN APPROVAL

OBJECTIVE(s):

- To route the Executive Plan Summary to the ECO for approval
- To route the plan to the State Surgeon General (SSG) for approval

TIMEFRAME: 20 business days

RESPONSIBLE(s):

- Planning Program Manager (Routes plan for SSG approval, and updates Plan Compliance form)
- Lead Planner (Submits a revised Executive Plan Summary)

DELIVERABLE: Updated Executive Plan Summary

Additional documentation:

Plan Development Checklist (Planning Program Manager)

DESCRIPTION:

The Planning Program Manager will review, route and monitor the plan for SSG approval according to CorrFlow.

The Planning Program Manager will assure that signed plans are posted on the Planning website and placed in the established document repository as outlined in the *Checklist: Routing and Storing Final Plan*.

Executive Plan Summary (Deliverable 7B): The Lead Planner submits the updated Executive Plan Summary to the Planning Program Manager, for distribution to the ECO for approval, and to persons who will receive the post-approval briefings

STEP 10: PLAN BRIEFINGS, TRAINING AND EXERCISE

OBJECTIVE(s):

- To conduct plan briefings with Command Staff
- To determine training and exercises

TIMEFRAME: 10 business days

RESPONSIBLE(s):

- Lead Planner (provides briefing and proposes training and exercises schedule)
- Planning Program Manager (provides briefing; updates the Plan Compliance Form)
- ECO (provides briefing)

DELIVERABLE(s): Not applicable

Additional documentation:

Plan Development Checklist (Planning Program Manager)

DESCRIPTION:

1. Conducting Plan Briefings

Once the plan has been approved, plan briefings will allow Department and response leaders to discuss the plan's main tasks, resources, existing gaps, and training and exercises needed to execute the plan effectively.

The Planning Program Manager and the Lead planner will brief:

- ECO
- Command Staff

The ECO will brief:

- FDOH Executive Management Team
- FDOH Senior Leadership

The Planning Program Manager will update the Plan Development Checklist.

2. Training and Exercise

Once the plan has been approved and disseminated, employees will be trained to perform the tasks identified in the plan commensurate with duties assigned. Plans training is incorporated in the BPR regularly scheduled "First Friday Training." The training is mandatory for all BPR staff.

The Planning Program will provide the Training and Exercise Unit a list of plans under development or scheduled to be updated each grant cycle to be incorporated in the Department's Multi-Year Training & Exercise Plan (MYTEP). Approved training and exercise objectives will be considered in the BPR large-scale exercises.

The BPR Training and Exercise Unit solicits annual exercise objectives from all Program Managers related to operational plans.

STEP 11: Updating an Operational Plan

OBJECTIVE: To update operational plans and planning documents based on their update cycle.

TIMEFRAME: Timeframe will vary according the magnitude of changes required.

RESPONSIBLE(s):

- Planning Program Manager and Staff (Provide deliverables to be updated, approve and route deliverables to Executive Plan Review Team and route the plan for further review and to the SSG for approval)
- Lead Planner (Leads review and changes)
- Core Planning Team (Participate in the review)
- Executive Planning Review Team (Provides direction and approves changes)

DELIVERABLE(s):

- All Approved deliverables for revision
- Updated deliverables

Additional documentation:

- Plan Compliance Form (Planning Program Manager).
- Planning Schedule: Gantt chart (Planning Program Manager).

DESCRIPTION:

The steps to update an operational plan are as follows:

- 1. Plan update coordination:
 - 1.1. All Program Managers coordinate the revision of their planning documents with the Planning Program based on the biannual plan review cycle and their program deliverables and milestones.
 - Planning documents created before the State-Level Plan Development Guide was developed, may require additional steps to assure plan documents meet all the requirements in this guide.
 - 1.2. The Planning Program will provide to Program Manager and Lead Planner a new Plan Compliance Form (see Step 1).
 - 1.3. Planning Schedule: The Planning Program will develop a Gantt chart using the program's milestone and subtasks.
 - 1.4. Review of Plan Development Team Roster (Deliverable 2)
 - The Planning Program will provide the Lead Planner with a copy of the Team Roster (Deliverable 2) previously completed when the planning document was created.
 - The Lead Planner identifies members of the new Core Team and others (i.e. subject matter experts), and submits a Team roster (specific to this review/ revision) to the Planning Program Manager for approval. The Lead Planner may request assistance from the Planning Program in filling the roster.

2. Core Planning Team Activities

- 2.1. The Lead Planner convenes meetings of Core Planning Team to discuss the process that they will be undertaking. The Core Planning Team will review and update all deliverables as necessary, and submit them to the Planning Program for review and approval.
- 2.2. Once approved, the Planning Program Manager, will submit the revised deliverables to the Executive Planning Review Team for final approval.
- 2.3. Lead Planner and Core Planning Team will update the plan and submit it to the EOP@doh.stat.fl.us
- 2.4. The Planning Program will review the planning document and request any changes to be made.
- 2.5. Planning Program will disseminate the planning document to the internal and external partners to review and comment during 10 business days. Reviewers will use the Review and Comment Sheet (Deliverable 8), and submit it to the EOP@doh.stat.fl.us.
- 2.6. The Lead Planner and Core Team members will compile proposed changes in one Review and Comment Sheet (Deliverable 8), review and determine the action based on the comments.
- 2.7. The Lead Planner and Core Team members will finalize the planning document and submit it to the Planning Program for final routing and approval.

3. Plan Dissemination and Maintenance:

- 3.1. The Planning Program will post the updated plan on the BPR website and communicates its location to all partners via email.
- 3.2. Plan briefings, training and exercise will follow the process outlined on Step 10: Plan Briefings, Training and Exercise.
- 3.3. The Planning Program is the repository for hard copies of all approved plans.

ATTACHMENT A: EOP & ESF8 PLANNING SPECIFICS

This table provides specific planning information for the EOP and its annexes, and for the ESF8 plans and appendices.

DOH is responsible for the oversight of plans for the Department of Health, State ESF8 and health-related components of the Comprehensive Emergency Management Plan. All FDOH-coordinated plans will follow the steps outlined in this Guide. Distinctions between EOP and ESF8 plans are noted in the following table.

Item	DOH Emergency Operations Plan (EOP), Annexes and Appendices	State ESF8 Plans, CEMP Plans
Program Contact	Melanie Black	Samantha Cooksey Strickland
Executive Planning Review Team	 Division of Emergency Preparedness and Community Support Director Bureau of Preparedness & Response (BPR) Chief BPR Medical Director FDOH Emergency Coordination Officer Legal Counsel State Epidemiologist 	Core team members are: Division of Emergency Preparedness and Community Support Director Bureau of Preparedness & Response (BPR) Chief BPR Medical Director FDOH Emergency Coordination Officer Legal Counsel Deputy ECO Additional subject matter experts will be incorporated into the Review Team based on the subject.
Primary Email Contact for Submitting Deliverables and Requesting Samples	EOP@doh.state.fl.us	EOP@doh.state.fl.us
Plan Review for Operational Viability - reviewers	 Select operational staff that may be responsible for implementing the plans Plan-specific technical specialists 	 Select operational staff that may be responsible for implementing the plans Plan-specific technical specialists
Plan Review for Concept of Operations - reviewers	 DEPC Division Director BPR Medical Director Directors of any office, bureau or division with assigned responsibility in the plan Appropriate operational staff that may be responsible for implementing the plans Legal Counsel 	 Pre-identified ESF8 Staff State Working Group

Item	DOH Emergency Operations Plan (EOP), Annexes and Appendices	State ESF8 Plans, CEMP Plans
	State Epidemiologist	
Plan Review for Alignment - reviewers	 Regional Domestic Security Task Force Health and Medical Co-Chairs Regional Emergency Response Advisors (RERAs) CHD Directors/Administrators Preparedness Planners Appropriate Division of Emergency Management (DEM) or federal representatives as appropriate Owners of any overarching or subordinate plans. 	 Regional Domestic Security Task Force Health and Medical Co-Chairs Regional Emergency Response Advisors (RERAs) CHD Directors/Administrators Preparedness Planners Appropriate Division of Emergency Management (DEM) or federal representatives as appropriate Owners of any overarching or subordinate plans. State Working Group
Approval Chain - Routing Signatures	 State Planning Program Manager FDOH Emergency Coordination Officer Bureau of Preparedness & Response (BPR) Chief Division of Emergency Preparedness and Community Support Director Legal Counsel Deputy Secretary for Health Chief of Staff State Surgeon General 	TBD Based on Plan Content
Location of Web-based References	FDOH BPR Internet web	FDOH BPR Internet web

ATTACHMENT B: STEP 7 – GENERAL TEMPLATE OF PLAN SECTIONS

I. Introduction

- A. Signature Page: The signature page contains standard language and fields.
- B. Approval and Implementation: This plan section contains standard language. The approval and implementation page introduces the plan, outlines its applicability, and indicates that it supersedes all previous plans. It should include a delegation of authority for specific modifications that can be made to the plan and by whom they can be made without the senior official's signature. It should also include a date and should be signed by the State Surgeon General.
- C. Table of Contents: The table of contents is electronic and follows the format in Attachment D.
- **II. Purpose, Scope, Situation and Assumptions:** Content and definitions for this section are in Steps 4 and 5.
 - A. Purpose and Intent
 - B. Scope
 - C. Measure of Success
 - D. Situation Overview
 - 1. Hazard Vulnerability Analysis
 - 2. Capability and Capacity Assessment
 - 3. Mitigation Overview
 - E. Planning Assumptions
- III. Concept of Operations: Most of the content for this section is developed in Step 4. The Concept of Operations describes the sequence and scope of the planned emergency response. The CONOPS section explains the leader's intent with regard to an operation. The CONOPS describes how the response organization accomplishes a mission or set of objectives in order to reach a desired end-state. CONOPS offers a methodology to realize the goals and objectives to execute the plan. This section may include a brief discussion of the activation levels. The CONOPS addresses direction and control, alert and warning, and continuity matters that may be dealt with more fully in annexes.
 - A. Assessment and Control of the Hazard or Threat [This section is required for **incident annexes only**].
 - B. Identification and Implementation of Unique Prevention and Protection Actions [This section is required for **incident annexes only**].
 - C. Direction, Control, and Coordination: This section describes the framework for all direction, control, and coordination activities. It identifies who has tactical and operational control of response assets. Additionally, this section addresses multijurisdictional coordination; provides information on how department and agency plans nest into the EOP (horizontal integration) and how higher-level plans are expected to layer on the EOP (vertical integration).
- IV. Assignment of Responsibilities: The basic plan establishes the operational organization that will be relied on to respond to an emergency situation. It includes a list

Planning Program

- of the kinds of tasks to be performed, by position and organization, without all of the procedural details included in functional annexes. A matrix of areas of responsibility (including functions) should be included to summarize the primary and supporting roles. Organization charts, depicting the ICS System structure, are helpful. This section also outlines agency and departmental roles related to prevention and protection activities.
- V. **Information Collection and Dissemination:** This section describes the essential information common to all operations. It identifies the type of information needed, the source of the information, who uses the information, how the information is shared, the format for providing the information, and any specific times the information is needed. The contents of this section are best provided in a tabular format. This section may be expanded as an annex.
- VI. **Communications:** This section describes the communication protocols and coordination procedures used during emergencies and disasters. It discusses the framework for delivering communications support and how the FDOH communications integrate into the regional or national disaster communications network. It does not describe communications hardware or specific procedures for interoperable communications plans.
 - A. Intra-Agency
 - B. Inter-Agency
 - C. Public Information [This section is required for **incident annexes only**]
- VII. Administration, Finance, and Logistics: This section covers general support requirements, the availability of services and support for emergencies, and general policies for managing resources. This section addresses: references to intrastate and interstate multi agency agreements; authorities for and policies on augmenting staff, along with relevant liability provisions; policies for record keeping, and resource management.

VIII. Training and Exercise

- IX. Plan Development and Maintenance: This section discusses the overall approach to planning and the assignment of plan development and maintenance responsibilities. This section describes the planning process and participants, the development and revision of the EOP basic plan, annexes, and SOPs/SOGs). It also describes the assignment of responsibility for the overall planning and coordination to a specific position, and it provides a regular cycle of training, evaluating, reviewing, and updating of the EOP.
- X. Authorities and References: This section provides the legal basis for emergency operations and activities. This section of the plan includes: lists of laws, statutes, ordinances, executive orders, regulations, and formal agreements relevant to emergencies; specification of the extent and limits of the emergency authorities granted to the senior official, including the conditions under which these authorities become effective and when they would be terminated; Pre-delegation of emergency authorities; and provisions for COOP.
- XI. Attachments (as needed).

ATTACHMENT C: STEP 7 - FDOH EOP PLAN SECTIONS

I. INTRODUCTION

- A. Signature Page
- B. Approval and Implementation
- C. Table of Contents

II. PURPOSE, SCOPE, SITUATION, AND ASSUMPTIONS

- A. Purpose and Intent
- B. Scope
- C. Goals and Objectives
- D. Situation Overview
 - 1. Hazard Vulnerability Analysis
 - 2. Capability and Capacity Assessment
 - 3. Mitigation Overview
- E. Planning Assumptions

III. CONCEPT OF OPERATIONS

IV. DIRECTION, CONTROL, AND COORDINATION

- A. Day-To-Day Direction
 - 1. Overview
 - 2. Public Health Preparedness Infrastructure
 - 3. Orders of Succession
 - 4. Delegation of Authority
 - 5. Mission Essential Functions (MEFs) and Critical Applications (CA)
- B. Emergency Response
 - 1. Thresholds for FDOH Emergency Activation
 - 2. Emergency Response Structure
 - a. Overview
 - b. FDOH Incident Management Team (IMT)
 - c. FDOH ESF8 Emergency Response within (SERT) Structure
 - d. Concurrent Response Structures with Public Health Components
 - 3. Emergency Declarations
- C. Alert Deactivation
 - 1. Alert and Notification
 - 2. Activation
 - 3. Devolution and Reconstitution
 - 4. Deactivation

V. ASSIGNMENT OF RESPONSIBILITIES

- A. Overview
- B. Preparedness
 - 1. Individual Responsibilities
 - a. Each FDOH Staff Member
 - b. State Surgeon General (SSG)
 - c. Each FDOH Leader
 - 2. Additional Agency Responsibilities
 - a. Central Office
 - b. Field Offices
- C. Response
 - 1. Individual Responsibilities
 - a. Each FDOH Staff Member
 - b. State Surgeon General (SSG)
 - c. Emergency Coordination Officer (ECO)
 - d. Office of Communications Director
 - e. Each FDOH Leader
 - 2. Established Response Structure
 - 3. Field Offices
- D. Recovery
 - 1. Each FDOH Staff Member
 - 2. State Surgeon General (SSG)
 - 3. Each FDOH Leader
- E. Mitigation
 - 1. Each FDOH Leader
 - 2. Central Office

VI. INFORMATION COLLECTION AND DISSEMINATION

VII. COMMUNICATIONS

- A. Overview
- B. Intra-Agency
- C. Inter-Agency

VIII. ADMINISTRATION, FINANCE AND LOGISTICS

- A. Overview
- B. Administrative
 - 1. Human Resources
 - 2. Key Records
- C. Finance
- D. Logistics

Planning Program

- 1. Overview
- 2. Drive-away Kits
- 3. Evacuations, Relocations and Alternative Sites
- IX. TRAINING AND EXERCISE
- X. PLAN DEVELOPMENT AND MAINTENANCE
- **XI. AUTHORITIES AND REFERENCES**
 - A. Department of Health
 - B. State
 - C. Federal
- XII. ATTACHMENT Listing

ATTACHMENT D: PLAN FORMATTING CHECKLIST

Assure Table of Contents match plan content (section names and page numbers).
If the state plan template has been utilized to create the plan, the Table of Contents is created automatically based on content headers.
Assure content conforms to the Department of Health Style Guide:
☐ The plan's font is Arial 11.
Section Headers may be larger, but standardized, e.g. Bold Arial 12.
Common nouns are lower case (including "agency," "division," "bureau," or position titles that do not follow individual names when standing alone).
Only proper nouns are capitalized (e.g. when 'department' – refers specifically to the Florida Department of Health).
□ Numbers zero through ten (0-10) are spelled out (some exceptions allowed e.g. "Step 5"); use Arabic numerals for 11 and greater.
Symbols are spelled out, at least on first reference (preferred is to always spell out e.g., % is spelled out percent), except for dollar sign (\$), or in tables.
Trademark and copyright symbols are used behind trademarked or copyrighted names.
☐ Fully qualified web links are italicized, black, and not underlined.
☐ Two spaces following periods at the end of every sentence.
Comma precedes conjunction in a series of three or more (apples, pears, and oranges).
☐ Direct quotations from any other source are enclosed in quotation marks.
☐ Titles of forms, policies, and most other publications are in quotation marks, and not italicized; used italics only for book titles, names of newspapers, magazines, or guidebooks.
☐ Florida Statutes, Florida Administrative Code, and/or Code of Federal Regulations are spelled out on first reference and italicized; abbreviations for state references (F.S., F.A.C.) contain periods and are italicized; acronym for federal references (CFR) is italicized. Chapter and section numbers are not italicized.
☐ "Additionally" is used only prior to a verb and is followed by a comma.
☐ "Shall" is not used.
☐ All citations (references, policies, authorities) are current, appropriate/valid, and linked.
All dates are spelled out (July 1, 2010); comma follows the year in dates in the middle of a sentence (July 1, 2010, is the first day of the month); no comma between month and year (July 2010); make sure that month, day, year are on the same line.
Insert artificial page breaks to eliminate orphan lines at the end of a page or the beginning of another.
Assure content conforms to the following FDOH EOP guidelines:
 Plan format conforms to guidelines found in Step 6: Plan Preparation and Addendum B Plan Template.

Public Health and Healthcare Preparedness Plan Development Process for State-level Operational Plans, June 2013

REFERENCES

FEMA. Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101. Version 2.0, November 2010.

FEMA. Emergency Planning. Independent Study 235 a. May 2010.

FDOH. Emergency Operations Plan: Base Plan. Version 3.0, December 2011.

FORMS

- 1. Deliverable 1A: Plan Needs Justification
- 2. Deliverable 1B: Purpose, Scope and Framework of the Plan
- 3. Plan Compliance Form
- 4. Deliverable 2: Plan Development Team Roster
- 5. Deliverable 4A: Situation Overview
- 6. Deliverable 4B: Facts and Assumptions
- 7. Deliverable 5: Refine Purpose and Scope and Determine Goals and Objectives
- 8. Deliverable 6: Courses of Action Matrix & Decision Brief
- 9. Deliverable 7A: Plan Draft
- **10.** Deliverable 7B: Executive Plan Summary
- 11. Deliverable 8: Review and Comment Sheet

Deliverable 1A: Plan Needs Justification

Proposed Plan Title: Submitted by: Name	2.		Program:
Date:			
Type of Plan:	☐ Functional	☐ Incide	nt Specific
2. Submit to EOP			e that requires an organized
emergency response	=	DC 111C 133U	e that requires arr organized
Describe the gap(s) plan.	that exist, which will b	e closed by	y the development of the proposed
			sues? Include those developed by departments, other states, or federal
4. What supports the n	eed for the proposed	plan?	
a. Evidence-based pi b. After action reports plans, other insigh training/exercise a	actice □ s, improvement □ ts from previous □	c. d. e. f.	Statutory authorities □ Grant requirements □ Emerging hazards □ Other: □

Deliverable 6: Courses of Action Matrix & Decision Brief

Instructions: This deliverable is developed by the **Executive Planning Review Team and Planning Program Manager**. This deliverable will be provided to the program manager.

٠.	Approved plan title:
6	Approved plan type: ☐ Functional ☐ Incident
0.	Approved plan type. Functional Incident
7.	Linkage to existing plans:
	Enrage to existing plane.
8.	Executive Leadership Team vision of the purpose and scope of the plan:

Plan Compliance Form

Title:		
e Last Update:		
Today's Date:		
Assessor:		
Lead Planner:		
Requirement So	ource/Documents (with dates):	1) FDOH Planning Guide (<month &="" year="">); 2) Core Planning Team (<year>), 3) Executive Planning Review</year></month>
		Team (<year>); 4) Additional Source/Documents: 4a) < Name of the source/document (Year)>; 4b) < Name of</year>
		the source/document (Year)>; 4c) < Name of the source/document (Year)>.
	Assessor: Lead Planner:	E Last Update: Today's Date: Assessor:

The following criteria are used to classified unmet plan requirements:

High = Mission critical action needed; Medium = Ability to more efficiently meet plan objective(s); Low = Additional enhancements needed.

				For Requirements Not Yet In Plan			
Requirement Source	Description of Requirement	Meets Requirement (Yes/No)	Location in the Plan (if not hyperlinked)	Priority Level [H, M or L]	Compliance Due Date	Person Responsible for Revision	Status

Deliverable 2: Plan Development Team Roster

Instructions:

- 1. Provide the information of the proposed members of the collaborative group. Include the program or office and the agency they belong to.

 2. Submit this form to EOP@doh.state.fl.us.

Role	Name (Program & Agency)
Program Manager Selects members of the collaborative plan development team; follows-up on the status of the development of the plan, and assures the planning team completes deliverables as required.	
Technical Support Specialist Represents the BPR Planning Program; provides guidance on the planning system, oversight of the process, and provides technical support to the Lead Planner and core planning team members. The Planning Program Manager assigns this member.	Assigned by the Planning Program Manager.
Core Planning Team (limit to a 3-4 member-team) Members serve as primary members of the Plan Development Team, participate in the completion of the deliverables, and the final draft plan before being submitted for review.	Team members:
Lead Planner Member of the Core Planning Team. The Lead Planner has lead responsibility for plan development; coordinates the Plan Development Team, has editorial control, and serves as the primary author.	Lead Planner:
Subject Matter Experts Provide subject matter expertise regarding specific portions of the plan. These members may be called upon as needed to participate in the plan development.	
County Health Department Representative Represents the County Health Departments perspective in the planning process. Provides feedback on how state actions may impact CHDs during response, and makes recommendations for better support of locals.	
Other Depending on the nature of the plan, additional members may be included in the planning team because of experience, ICS responsibilities during implementation, or to assure alignment.	

Deliverable 4A: Situation Overview

Plan Title:						
Date:						
2. Requ	olete the ma	to EOP@doh.state.f	plete this deliverable as l.us. rability Analysis Matr		ded.	
Hazards		Vulnerability	Probability to Occur			
Threats	(\	/ulnerable aspect)	(Likelihood)		Considerations	
Llo-ord (
Hazard ²						
Hazard 2	,					
nazaru z	<u> </u>					
	2	2. Capability and Ca	apacity Assessment N	Matrix	K	
Capability Name		Capability Classification (Prevention, Protection, Response or Recovery)	Capacity Considerations (Training, Eq		Limitations (Training, Equipment or Personnel)	
		3. Mitig	ation Overview			
Mitic	egy / Measure		Narr	rative		
Mitigation Strategy / Measure				INGII	anvo	
			•			

Deliverable 4B: Facts and Assumptions

Plan Title Date:	
2. S 1. Lis	Develop a bulleted list of facts and assumptions as they relate to this plan's scenario. Submit this form to EOP@doh.state.fl.us. It facts (and their sources) related to this plan. Facts are verified pieces of information, such
ć	as laws, regulations, maps, population statistics, and verified resource inventories.
2. De v	velop planning assumptions. Information accepted by planners as being true in order to provide amework or establish expected conditions of an operational environment, so that planning can proceed.

Deliverable 5: Refine Purpose, Scope, and Determine Goals and Objectives

Plan T Date:	itle:								
1. 2.	 Develop the purpose and scope utilizing the guidance provided by the Executive Plan Review Team in Deliverable 1B. Determine the goals and objectives of the plan using the SMART methodology. Submit this form to EOP@doh.state.fl.us. 								
1.	Dev	elop the purpose	of the plan	1.					
2.	Dev	elop the scope o	f the plan.						
3.	List	the overarching Goal I Objective A Objective B	_ (objec t Goal I Object Object	I ive A	this pla	n.		

Deliverable 6: Courses of Action Matrix & Decision Brief

Instructions: 1. Provide the information required below. 2. Submit this form to EOP@doh.state.fl.us.								
Type:	Decision Brief							
Purpose:	Provide an overview of the proposed courses of actions for the plan – <insert annex="" appendix="" name=""></insert>							
ope:	<provide 5="" deliverable="" from="" of="" plan="" scope="" the=""></provide>							
nt of the is to Be d:	Determine the courses of action to achieve the <annex appendix="" name=""> objectives.</annex>							
ry of s of Action:	<provide a="" actions="" core="" courses="" is="" of="" planning="" recommending="" summary="" team="" the=""></provide>							
	Type: Purpose: ppe: nt of the is to Be id:							

Deliverable 6: Courses of Action Matrix & Decision Brief

Courses of Action Matrix

Instructions:

- 1. Utilize this matrix to summarize the information regarding every course of action selected for each plan goal and objectives. The information in this matrix is the result of the process for developing and analyzing courses of action.
- 2. Utilize this matrix to brief the Executive Plan Review Team and to obtain approval for the courses of action.
- 3. Provide a list of capabilities and resources in the column Preliminary Capability Estimates. An in-depth assessment is not required during the plan development process. This Guide recommends develop in-depth estimates once the plan is finalized.
- 4. The information regarding the course of action advantages and limitations should have been produced during the process.
- 5. Submit this matrix as a part of the Deliverable 6 to EOP@doh.state.fl.us.

Goal #:	<copy 5="" deliverable="" from="" goal="" the=""></copy>							
Objective #:	<copy 5="" deliverable="" from="" objective="" the=""></copy>							
Course of Action #1	List one course of action	selected by the Core Planning T						
Specify what FDOH	onal Priorities I is to accomplish to achieve -state for the operation.	Course of action advantages	Course of Action Limitations or challenges	Preliminary Capability Estimates List capabilities and resource types needed to complete the courses of action				

Deliverable 7A: Plan Draft

The Planning Program will provide Lead Planners with a pre-formatted template for operational plans.

OUTLINE for FDOH Emergency Operations Plan (EOP)

I. Introduction

- A. Signature Page
- B. Approval and Implementation
- C. Table of Contents

II. Purpose, Scope, Situation and Assumptions

- A. Purpose and Intent
- B. Scope
- C. Measure of Success
- D. Situation Overview
 - 1. Hazard Vulnerability Analysis
 - 2. Capability and Capacity Assessment
 - 3. Mitigation Overview
- E. Planning Assumptions

III. Concept of Operations

- A. Assessment and Control of the Hazard or Threat [This section is required for **incident annexes only**]
- B. Identification and Implementation of Unique Prevention and Protection Actions [This section is required for **incident annexes only**]
- C. Direction, Control, and Coordination
- IV. Assignment of Responsibilities
- V. Information Collection and Dissemination
- VI. Communications
 - A. Intra-Agency
 - B. Inter-Agency
 - C. Public Information [This section is required for **incident annexes only**]
- VII. Administration, Finance and Logistics
- VIII. Training and Exercise
- IX. Plan Development and Maintenance
- X. Authorities and References
- XI. Attachments (as needed)

Deliverable 7B: Plan Executive Summary

The objective of the executive plan summary is to provide a concise summary of key action steps, and challenges related to effective plan implementation.

- Plan's overarching goal and objectives: No more than two sentences, and includes any critical implementation timeframes)
- Challenges: Acknowledges high-level potential challenges to plan implementation.

This summary is disseminated with the draft plan as a high-level summary for the State Surgeon General and other FDOH leaders. The FDOH Emergency Coordinating Officer utilizes the following outline to conduct a briefing with FDOH leaders.

Template for the Plan Executive Summary and Leaders briefing

Pla	n Title:						
Ve	rsion Date:						
F							
	1. Plan's Overarching Goal and Objectives:						
2.	Key FDOH Central Office (State) Actions:						
3.	Key County Health Department Actions:						
4	Challenges:						
٠.	Chancing Co.						

Deliverable 8: Review and Comment Sheet

Plan Title:												
Reviewer Na	me and Dep	artment:										
							Section for Plan Development					
								Team				
PLAN REFERENCE									Comment Selection			
Base Plan							Comment Selection					
SECTION	LINE #	Attachment	Comment/Edit	Reviewer's Name	Reviewer's Unit	Date Received	Accepted	Rejected	Modified			
								i				